UNITED NATIONS

DP

Distr.
GENERAL

DP/1995/57
24 July 1995

ORIGINAL: ENGLISH

Executive Board of the United Nations Development Programme and of the United Nations Population Fund

Third regular session 1995
11-15 September 1995, New York
Item 3 of the provisional agenda
UNDP

UNDP: COUNTRY PROGRAMMES AND RELATED MATTERS

Fifth country programme for Rwanda

Note by the Administrator

I. PURPOSE

1. The purpose of the present note is to apprise the Executive Board of major changes that have been introduced in the fifth country programme for Rwanda. The original programme was approved by the Governing Council in its decision 93/4 of 19 February 1993. Subsequently, the Council approved amendments to the programme in its decision 93/20 of 18 June 1993. Additional changes have been made to adjust the programme to the new circumstances existing in Rwanda since the genocide of April-July 1994.

II. ORIGINAL OBJECTIVES AND CONTEXT OF THE FIFTH COUNTRY PROGRAMME

2. The fifth country programme focused on two major objectives:

(a) To promote poverty alleviation and social development, through labour-intensive public works programmes and support for small-scale agricultural activities in rural areas, combined with pilot housing projects, literacy and vocational training and support for primary health care;

(b) To build national capacity in the area of development planning and management, through technical cooperation with government ministries and grass-roots community organizations.

3. Rwanda had experienced severe civil conflict since fighting broke out between the Rwandan Armed Forces and the Rwandan Patriotic Front (RPF) in October 1990, after the entrance of a large RPF force into north-eastern Rwanda from Uganda. At the time of submission of the fifth country programme, the conflict was escalating rapidly and had caused the internal displacement of over 1 million people. Therefore, the Governing

Council directed that the programme should be reviewed and revised in June 1993, at which time a reorientation of the country programme was approved to include:

(a) Reintegration of refugees, internally displaced persons and demobilized soldiers;

(b) Preparation of a humanitarian round-table conference, sponsored by UNDP and the Department of Humanitarian Affairs (DHA);

(c) Support for democratization and demobilization, a process under negotiation at that time to avert a civil war. (In August 1993, the main parties to the conflict signed the Arusha Peace Accords, committing themselves to participation in governmental power-sharing and to the introduction of elections.)

III. STATUS OF IMPLEMENTATION OF THE FIFTH COUNTRY PROGRAMME BEFORE THE CRISIS

4. Implementation of the fifth country programme was blocked during late 1993 and early 1994 by the precarious security situation in Rwanda and the growing impasse in political negotiations. During that period, UNDP continued to prepare for the humanitarian round-table conference, developing comprehensive plans for the reintegration of demobilized soldiers and socio-economic reconstruction activities. However, the schedule for the round-table conference was continually postponed, as efforts to establish a stable transitional government, a vital precondition for donor mobilization, stumbled and finally failed.

5. The civil war that was precipitated by the death of the President of Rwanda in the April 1994 plane crash brought all work on the fifth country programme to an abrupt standstill. The UNDP office in Rwanda was evacuated, and staff were unable to return to Kigali until August 1994. The magnitude of the crisis in Rwanda in the intervening period clearly indicated a need to revise the scope and direction of UNDP activities. In the adjustments made to the fifth country programme, UNDP has recognized the need to adapt programme activities quickly in order to respond to the urgent basic needs of the Government of Rwanda and the population of the country in the aftermath of the genocide.

IV. THE 1994 CRISIS: RESPONSES OF GOVERNMENT AND THE INTERNATIONAL COMMUNITY

6. The genocide in Rwanda has left the population of that country physically, economically and psychologically devastated. Some 1 million people were killed, a large part of the population displaced and most of the country's productive capacity destroyed. The 1994 crisis had a particularly severe economic effect, because it followed a period of economic recession, which was caused by the growing imbalance between population density and land, pronounced environmental degradation and a cyclical fall in world coffee prices, the country's primary export product.

7. In this context, the primary role of UNDP since the crisis has been to support the Government in the creation of a viable programme for reconstruction and reconciliation, and to mobilize donors in support of that programme. In January 1995, the Government presented an integrated Programme of National Reconciliation and

Socio-Economic Rehabilitation to its partners in the international donor community, at a round-table conference organized by UNDP. The programme covers a wide range of emergency and developmental needs, ranging from the restoration of the macroeconomic stability and administrative capacity of the State to the resettlement of refugees and rehabilitation of the social sector. Donor countries responded favourably to the presentation of the programme, pledging almost $600 million to support the Government's plan.

8. Following the round-table conference, UNDP assisted the Government in coordinating the implementation of the round-table programme and tracking the disbursement of financial commitments. A mid-term review of programme implementation was held from 6-7 July 1995 in Kigali. The review concluded that significant progress had been made in the implementation of the rehabilitation component of the round-table programme, although more support is necessary for the refugee resettlement component. The need to accelerate the disbursement and delivery of resources was also noted, and donors confirmed their continued support by pledging an additional $290 million for the 1995-1996 biennium.

V. ADJUSTMENTS TO THE FIFTH COUNTRY PROGRAMME

9. In response to the severity of the 1994 crisis, the Government of Rwanda and UNDP have made some fundamental revisions in the fifth country programme, while continuing to adhere to its original objectives, where relevant. In particular, adjustments to the programme aim to assist the Government in achieving the economic and political stability and administrative capacity necessary to absorb donor aid effectively and accelerate delivery of the Programme of National Reconciliation and Socio-Economic Rehabilitation. Given the continued instability in the region, the programme is intended to be flexible, to adapt to changing needs during the remainder of the fifth programme cycle. The Government has requested that UNDP provide technical support and financial assistance in three priority areas:

(a) Restoring the administrative capacities of the State

10. The public sector was effectively paralysed by the 1994 crisis. Over one half of the personnel in the civil service disappeared or fled abroad; buildings were severely damaged and equipment looted or destroyed. Rapid restoration of the administrative capacity of the State is an essential precondition to the revival of social and economic development and the stabilization of government revenues to avoid long-term dependence on donor funds. Activities in this area have evolved from the original objectives of the fifth country programme but are made more urgent by the destruction caused by the civil war.

11. UNDP assistance includes helping the Government to reactivate core state functions in eight key ministries; providing essential equipment to replace a portion of the equipment destroyed during the war; providing assistance for the repair of government buildings and emergency sanitation services in the capital; financing salary payments to health, education and justice workers; and strengthening government economic management. Those activities are being carried out in close collaboration with the World Bank, the International Monetary Fund, the Department for Development Support and Management Services (DDSMS), the United Nations Office for Project Services (UNOPS) and the United Nations Centre for Human Settlements (Habitat).

(b) Rehabilitating and strengthening the judicial system

12. The judicial system ceased to operate during the war - prisons and court buildings suffered heavy damage and 80 per cent of judicial personnel fled or were killed. Yet the pressures on that system have increased massively. Forty-six thousand prisoners are currently in detention, charged with crimes committed during the genocide. UNDP activities include repairing and extending prison facilities, in order to transfer prisoners from overcrowded jails, and restoring key public prosecutors' offices and law courts to working order. In addition, and after an urgent appeal from the Government, UNDP has started a project to place legal personnel from overseas at the disposal of the Ministry of Justice, to investigate and process cases arising from the genocide. Relatedly, the United Nations has supported the establishment of a war crimes tribunal, which has begun its work in Arusha, the United Republic of Tanzania.

13. To implement judicial-related activities, UNDP has collaborated closely with the United Nations Assistance Mission for Rwanda, the United Nations High Commissioner for Human Rights, DDSMS, the United Nations Volunteer programme, the United Nations Children's Fund, the Office of the United Nations High Commissioner for Refugees (UNHCR), the World Food Programme and the International Committee of the Red Cross.

(c) Resettling refugees and displaced persons

14. The civil war in Rwanda led to massive population movements. In May 1995, over 2 million Rwandans were in refugee camps outside the country. In addition, thousands of refugees who left the country in 1959/1960 are attempting to resettle inside Rwanda. UNDP support in this area includes assisting the Government to operationalize plans to resettle refugees and providing peace monitors to the United Nations human rights field operation in Rwanda.

15. In close collaboration with the Integrated Operations Centre, in which the Government of Rwanda and nearly all United Nations agencies are represented, UNDP has implemented a programme designed to facilitate the resettlement of the recent internally displaced persons and those refugees now electing to repatriate through the rehabilitation of targeted communes. Working closely with UNHCR, UNDP also provided key support to the Government in the drafting of a plan of action for the reintegration and resettlement of refugees and displaced persons.

VI. MECHANISMS FOR COORDINATION

16. A variety of specific mechanisms have been put in place in order to ensure proper coordination of United Nations agency activity at all levels:

Emergency coordination

17. In the immediate aftermath of the 1994 crisis, UNDP played a major role in supporting the establishment of the United Nations Rwanda Emergency Office (UNREO) for the purpose of collecting and disseminating information on the humanitarian and security situation in Rwanda and coordinating the emergency relief efforts of United Nations agencies in the country. UNDP continues to collaborate closely with DHA to ensure complementarity between the round-table rehabilitation programme and the emergency relief needs presented in the United Nations consolidated appeal for Rwanda.

Inter-agency meetings

18. Following the re-establishment of the UNDP and other United Nations agency offices in August 1994, regular weekly meetings are held among the heads of agencies, the Special Representative of the Secretary-General and the Humanitarian Coordinator. Special meetings on subjects of particular concern, such as the rehabilitation of the justice system or commune rehabilitation, are convened on occasion by the Resident Coordinator in order to ensure the proper coordination of United Nations agency activities in these areas. Finally, an Inter-agency Coordination Committee has been established at the head-of-agency level, to discuss specific issues and to adopt corresponding policies and strategies.

Disaster preparedness

19. The establishment of a disaster management team is also under way, as well as a contingency plan for United Nations agencies, the Government and non-governmental organizations.

VII. RESOURCE MOBILIZATION

20. Significant efforts have been made by UNDP to mobilize additional funding to support reconstruction in Rwanda, and donor countries have committed funds to UNDP activities, both in the form of cost-sharing arrangements and through the trust-fund mechanism. Over $17 million in trust-fund resources has been committed by the Governments of Canada, the Netherlands, Spain and the United Kingdom for UNDP-managed programmes. In addition, the Governments of the United Kingdom and the United States have contributed a total of over $3.5 million to specific UNDP projects in Rwanda, in the form of cost-sharing arrangements.

VIII. EXECUTIVE BOARD ACTION

21. The Executive Board may wish to consider the adjustments described in the present note and endorse the reorientation of the fifth country programme.

Annex

FINANCIAL SUMMARY

	$	$
A. Resources available for country programme period		
IPF	24 781 000 a/	
Estimated cost-sharing	12 646 210	
Estimated trust fund resources	17 233 492	
Total		54 660 702
B. Commitments		
Approved programmes/projects budgets b/		
Approved and allocated IPF	23 787 000	
Approved and unallocated IPF	-	
Approved and allocated cost-sharing	12 646 210	
Approved and unallocated cost-sharing	-	
Approved and allocated trust-fund resources	7 311 000	
Approved and unallocated trust-fund resources	252 492	
Total		43 996 702
Pipeline programmes/projects		
IPF	994 000	
Cost-sharing	-	
Trust-fund resources	1 830 000	
Total		2 824 000
C. Balance of resources available for further programming		
IPF	-	
Cost-sharing	-	
Trust-fund resources	7 840 000	
Balance of resources available		7 840 000

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a/ Compared to $42,973,000 originally anticipated for the fifth cycle programme, due to the 30 per cent IPF reduction to $30,081,000 and the carry-over of $5,300,000 from the previous cycle.

b/ "Approved and allocated" refer to those programmes and projects approved by the Action Committee or the Bureau Project Appraisal Committee for which there exist detailed, signed documents and budgets. "Approved and unnallocated" represent the balance of funds available to the programme or projects which have yet to be reflected in specific budget lines.